United Nations S/2012/643

Security Council

Distr.: General
22 August 2012

Original: English

Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to paragraph 29 of Security Council resolution 2010 (2011), in which the Council requested me to report on all aspects of that resolution every four months. The report provides an update on major developments in Somalia on the three major tracks of the United Nations engagement — (a) political; (b) security; and (c) humanitarian, recovery and development, and human rights — during the time since my last report on the subject of 1 May 2012 (S/2012/283) and 15 August 2012. The report also assesses the progress made in the implementation of the road map for ending the transition.

II. Political

2. In the final months of Somalia's transitional period, the signatories to the road map endorsed a draft constitution and presented it to the public for approval. In line with the provisions of the road map, on 1 August, the Provisional Constitution was adopted by the 825-member national Constituent Assembly selected by traditional elders. Meanwhile, traditional elders also debated the selection of members for the new Federal Parliament, whose formation would mark the start of a new, more representative political dispensation. However, the process continued to face delays, and there have been reports of intimidation and undue influence on the elders and members of the technical selection committee. As the Transitional Federal Government and its allies forced the Islamist Al-Shabaab insurgents out of their strongholds in southern and central regions, the Government intensified its efforts to engage local leaders in newly recovered areas in dialogue regarding future governance arrangements.

A. Implementation of the road map

3. The scheduled period for completing the road map will end on 20 August 2012. As at the end of July, nearly half of a total of 56 tasks had been fully accomplished. An estimated 20 per cent of the tasks were either superseded by the Garoowe I and II Principles (S/2012/283, annexes I and II) or formally postponed until after the end of the transition. These included the holding of a constitutional referendum, the enacting of legislation on elections and on forming political parties and the proclamation of an exclusive economic zone. In the final weeks of the

Please recycle

transition, attention was focused on two fundamental tasks highlighted in my previous report: the finalization of the constitution-making process; and the establishment of the new Parliament.

4. As the end of the transition approached, my Special Representative intensified his support to the Transitional Federal Government and other signatories in their efforts to implement the road map. Regular meetings of the principals replaced the Technical Committee on the implementation of the road map and the International Coordination and Monitoring Group. Progress reports continued to be produced in consultation with all parties.

Security

5. Somalia's security structures continued to function in line with the road map. The Joint Security Committee met in May and August 2012 in Mogadishu, with the involvement of representatives from "Puntland", "Galmudug" and Ahlu Sunna Wal Jama'a, as well as a growing number of international partners. The National Security and Stabilization Plan, which was finally signed by President Sheikh Sharif Sheikh Ahmed on 8 August, was used for planning, monitoring and reporting efforts in the area of security sector development. Work on the establishment of regional and district security committees progressed well, including initial consultations with local actors in Baidoa and Beledweyne.

Constitution

6. In a major milestone for the peace process, the Provisional Constitution was adopted on 1 August 2012. The final draft, prepared by a core group of drafters drawn from the Committee of Experts and the Independent Federal Constitution Committee was presented to the Constitution Committee on 8 May. The signatories to the road map presented their comments at a meeting in Addis Ababa that took place from 21 to 23 May. Some submissions were incorporated into the draft, while others, including several provisions related to decentralization, federalism and resource-sharing, were deferred to a post-August 2012 discussion, to allow for extensive consultations.

7. Meanwhile, on 5 May, some 135 traditional and clan elders appointed by the signatories to the road map from most parts of Somalia convened in Mogadishu to select the 825 members of the National Constituent Assembly as well as the members of the new Parliament. Initially, controversies around the selection of the elders caused repeated delays. On 22 June, the signatories to the road map approved protocols for the establishment of the Assembly and Parliament. They also established a technical selection committee to help the traditional elders in their selection of members of the Assembly and Parliamentarians, as well as an all-Somali Elders Arbitration Committee to help resolve disputes arising among the elders themselves. The formation of the technical selection committee on 26 June, comprising 27 Somali members, two representatives of the United Nations Political Office for Somalia (UNPOS) and seven other international observers, helped accelerate the vetting and finalization process of the list of Assembly members.

8. The National Constituent Assembly convened on 25 July in Mogadishu, with around 24 per cent women delegates, to review and adopt the draft constitution. After eight days of debate, during which the Constitution was read out in its entirety by well-known Somali poets, the Assembly voted to adopt the draft by a majority of

96 per cent. The United Nations provided significant logistical and technical support in partnership with international donors.

9. Following the adoption of the Constitution, the Elders and members of the technical selection committee continued to meet in Mogadishu to complete the selection of the new Parliament. The process was marred by reports of intimidation and threats against those preparing the nominations, delays on the part of some clans in submitting nominations and the reluctance of some to provide the required quota of 30 per cent women representatives. By 15 August, the Elders had submitted 217 names, of which 170 had been provisionally approved by the working groups of the selection committee, in line with criteria based on the Garoowe Principles. Fifteen per cent of those approved were women.

Political outreach and reconciliation

10. The Transitional Federal Government stepped up its engagement with traditional elders in order to facilitate their critical role in ending the transition. UNPOS and the United Nations Development Programme (UNDP) provided financial support to the Office of the Prime Minister to enable the elders' meeting in Mogadishu from May onwards. Representatives of UNPOS engaged the elders in frank discussions on their roles in and expectations of the new political framework after the end of the transition. The agreement that representation in the Assembly and Parliament would be 30 per cent female and the eligibility criteria for members of the new Federal Parliament were also discussed.

11. The Transitional Federal Government continued outreach to areas newly recovered from the occupation by the Al-Shabaab insurgency in the framework of its National Strategy for Reconciliation and Stabilization. On 25 June, the Reconciliation and Stabilization secretariat under the Office of the Prime Minister presented partners with its priorities for engagement in newly recovered areas, including: political reconciliation and formation of local administrations; support to immediate reconstruction and recovery; security and justice initiatives; and strategic communications with partners and regional organizations. The Transitional Federal Government requested donors and implementing agencies to share information on their activities in the priority areas and encouraged maximum engagement. UNPOS participated in a Transitional Federal Government-led inter-agency mission to Baidoa, a town recovered from Al-Shabaab, where the participants discussed peace and reconciliation efforts and community development with the governor and representatives of civil society organizations.

12. From 28 to 30 June, the Government of Kenya hosted a consultative meeting jointly organized by Ethiopia and the Transitional Federal Government, under the auspices of the Intergovernmental Authority on Development (IGAD). The meeting, brought together participants representing the Ahlu Sunna wal Jama'a, Harti and Ras Kambon southern Somalia groups, as well as groups from Azaania. Participants agreed on the need to establish an interim regional authority embracing the three regions of Lower Jubba, Middle Jubba and Gedo, in line with the National Federal Constitution, before the end of the transition period.

Good governance

13. The work of the subcommittee on the governance benchmark of the road map was suspended until after the transition. There was therefore limited progress on the

development of a national plan and the review of the civil service law, although the United States Transitional Initiative for Stabilization provided an adviser to the Office of the Prime Minister to support the tasks related to the benchmark. The national fiscal budget, prepared by the Ministry of Finance in December 2011, was neither reviewed nor approved due to the ongoing stalemate in the Transitional Federal Parliament.

B. International support for the political process

14. The Special Representative of the Secretary-General intensified his engagement with the Somali leadership and with regional partners during the reporting period. In his meetings in Mogadishu, he stressed the importance of signatories of the road map maintaining coherence, focus and an unwavering commitment to ending the transition on schedule. Those messages were reinforced by several high-level international delegations that visited Mogadishu, thanks to the significantly improved security environment, which reassured the Somali leadership of the support of the international community.

15. At the Istanbul II Conference on Somalia, held from 31 May to 1 June 2012, the international community and the host country, Turkey, reaffirmed their support for the peace process and the implementation of the road map. The conference focused on priority sectors (water, energy, roads and resilience), calling for additional international support for development efforts through harmonized and complementary partnerships, while underscoring the need to plan for a new phase for Somalia's peacebuilding based on and complementary to the road map.

16. A meeting of the International Contact Group on Somalia in Rome on 2 and 3 July 2012, focused on the implementation of the transitional tasks and the stabilization of the areas newly recovered from the insurgents. The participants reiterated their firm commitment to end the transition on 20 August 2012 and expressed concern over deadlines that had been missed in the implementation of transitional tasks.

C. Targeted sanctions

17. On 14 May 2012, my Special Representative briefed the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) on his efforts in the fight against actors undermining the peace and reconciliation process in Somalia. On 6 July, the Assistant Secretary-General for Humanitarian Affairs and the Deputy Emergency Relief Coordinator briefed the Council on the second report of the Emergency Relief Coordinator submitted pursuant to paragraph 5 of Security Council resolution 1972 (2011) (S/2012/546). She reported that the humanitarian community had sought to address the risk of diversion of humanitarian aid by developing diverse programming modalities and risk mitigation measures, and she appealed for the renewal of the humanitarian exemption from the sanctions measures to ensure continued delivery of humanitarian assistance to vulnerable people in areas controlled by non-State armed groups.

18. The Coordinator of the Monitoring Group on Somalia and Eritrea presented the final reports of the Group on Somalia and Eritrea (S/2012/544 and S/2012/545) to the Committee on 11 July. The Chair of the Committee delivered his 120-day

report, pursuant to paragraph 11 (g) of Security Council resolution 1844 (2008), to the Council on 24 July 2012. On 25 July 2012, the Council adopted resolution 2060 (2012), by which, inter alia, it extended the mandate of the Monitoring Group until 25 August 2013. Also on 25 July, the Committee decided to add one individual to the list of individuals and entities subject to the travel ban, assets freeze and targeted arms embargo imposed under paragraphs 1, 3 and 7 of resolution 1844 (2008) and issued a press release.

D. Other political developments

19. The Transitional Federal Government of Somalia and "Somaliland" held talks at Chevening, United Kingdom of Great Britain and Northern Ireland, on 20 and 21 June 2012, aimed at clarifying their future relations, in line with the commitments made at the London Conference on Somalia, held on 23 February 2012, and at the above-mentioned Istanbul II Conference on Somalia. The participants emphasized their commitment to continued dialogue and called on the international community to facilitate the talks. President Sheikh Sharif Sheikh Ahmed of the Transitional Federal Government and President Ahmed Mahamoud Silanyo of "Somaliland" also met on 27 June 2012 in Dubai, United Arab Emirates, on the margins of an international conference on piracy, and signed an agreement to continue discussions to clarify the future relationship.

20. In "Puntland", Parliament passed a political associations law and submitted it to the President for his assent on 24 June 2012. The law will allow the population of "Puntland" to form political associations, after which representatives of the three main parties will run for seats in Parliament.

21. Following a meeting between President Silanyo of "Somaliland" and Suleiman Esse Ahmed Haglatosie, the leader of the militia of the Sool, Sanaag and Cayn (SSC) regions of northern Somalia, in Dubai on 27 June, the SSC militia agreed to lay down arms and enter into talks with the "Somaliland" administration. The SSC leader promised to start disbanding his militia and hand over the weaponry at his disposal to the "Somaliland" administration. From 16 to 23 July 2012, Mr. Haglatosie also visited Garoowe to consult the "Puntland" leadership, seeking a negotiated end to the conflict in the region.

E. Public information

22. To promote effective outreach and communication during the transition, UNPOS has launched a digital media strategy to amplify the capacity of its existing website. The new strategy has facilitated the faster delivery of public information and civic education materials to diaspora communities, including widely publicizing the live stream of the proceedings of the National Constituent Assembly funded by the Government of the United Kingdom. The implementation of the robust media relations strategy which focused on the end of the transition, encouraged local, regional and international media coverage of key events and countered misinformation in media reports.

23. A campaign to promote understanding and support for the provisional constitution was launched in June 2012, using television, radio drama, billboards and leaflets. It was supported by the production of dedicated civic education

materials on the contents of the draft constitution. The wide dissemination of the draft through media and digital channels compensated for the limited time available to circulate it before the commencement of the National Constituent Assembly. UNPOS also supported the implementation of a media strategy for the Assembly, including radio programming on civic education and cultural events, as well as the provision of media relations support inside the venue of the Assembly.

III. Security and rule of law

24. Military operations continued to be carried out by the Transitional Federal Government, the African Union Mission in Somalia (AMISOM) and allied forces throughout the reporting period. AMISOM commenced its expansion under the authority of Security Council resolution 2036 (2012) and made progress in the deployment of new contingents. The Transitional Federal Government and its allies made significant territorial gains in the Mogadishu/Benadir region, with the capture of Deynille, Afgooye and Balad, although asymmetric attacks remained a source of concern. Planning continued across all areas of the security sector, with vital enhancements to the national security force and Somali police force. Support to the justice and corrections sector remained limited. The international community devoted increasing attention to the development of policy and procedures for the management of former combatants and defecting anti-Government elements.

A. Security situation

25. There were significant territorial gains in Mogadishu and southern and central Somalia during the reporting period. Afgooye and Afmadow, captured in May 2012, were key strategic gains for AMISOM and the Somali forces fighting alongside them. The gains reinforced earlier successes in Bay, Bakool and Hiraan, resulting in increased pressure on Al-Shabaab.

26. The security situation in many southern and central areas remained unpredictable, however, with insurgents increasingly resorting to dangerous asymmetric attacks and intimidating locals, including in areas held by Transitional Federal Government and allied forces. While these forces focused on consolidating positions in Hiraan and Galgadud, the unexpected withdrawal of the allied forces of the Transitional Federal Government from Ceel Buur district in early June 2012, exposed the lack of local coordination and agreement over the area's governance, and allowed Al-Shabaab to regain control of southern Galgadud.

27. In Mogadishu, armed clashes between Al-Shabaab and AMISOM and the forces of the Somali National Army occurred daily during April and May 2012, but most fighting stopped after late May, when allied forces launched an offensive pushing Al-Shabaab's combat units into the middle and lower Shabelles. On 27 July, a bomb exploded near the venue of the National Constituent Assembly, but did not result in injuries. As the end of the transition approached, tensions rose again in the capital. Terrorist attacks continued, demonstrating Al-Shabaab's persistent covert infiltration and the overstretched capability of the allied forces. Throughout the area of operations, United Nations staff mobility remained an issue of serious concern.

28. In "Somaliland", renewed military activities by the self-declared "Khaatumo State" led to armed clashes in the disputed Sool, Sanaag and Cayn areas in June and July 2012. In addition, there was tension between "Khaatumo State" and "Puntland". Al-Shabaab undertook frequent troop movements from southern and central Somalia to "Somaliland" and "Puntland", although the insurgents' focus on those areas was more on recruitment than terrorist activity. "Puntland" also faced continuous challenges from the Al-Shabaab-linked Galgala insurgents, freelance militias, and pirates, whose criminal activities on the mainland intensified during the reporting period.

B. Progress towards the full deployment and strengthening of the African Union Mission in Somalia

29. The expansion of AMISOM pursuant to Security Council resolution 2036 (2012) progressed well. By the end of the reporting period, the force was close to its full mandated uniformed personnel strength of 17,731, following the rehatting of the Kenyan Defence Forces contingent as part of the AMISOM force and the deployment of an additional 2,500 troops from Burundi and Uganda. The number of AMISOM individual police officers was increased to 91. Further deployment of forces from Djibouti and of formed police units from Uganda and Nigeria are expected in August and September 2012.

30. The African Union operationalized the AMISOM command and control structure through the establishment of an enhanced force headquarters and the deployment of staff officers, including the Deputy Force Commander (operations) and the Chief of Staff. As at 31 July 2012, 70 out of 85 posts were recruited, 52 of which have been deployed. With this enhanced capacity, the AMISOM Force Commander finalized operational plans and orders on 18 July. On 23 July and 2 August, the Military Operations Coordination Committee of the African Union discussed the Force Commander's operational plans for expanded AMISOM operations, which envisage a crucial role for Somali forces.

31. The AMISOM Force Commander issued instructions for the generation of a "provisional" guard force of some 300 troops within the current strength of the force, as mandated by resolution 2010 (2011). The United Nations Support Office for the African Union Mission in Somalia (UNSOA) is working with AMISOM to ensure that the force is appropriately trained and adequately equipped.

32. With regard to the mobilization of air assets, on 24 July 2012 the Security Council approved the recommendations on flexibility in the configuration of 12 helicopters to be supported through the United Nations logistical support package, as authorized by the Council in its resolution 2036 (2012).

33. Progress towards the full deployment of AMISOM was made possible by the continued support of UNSOA. Its main activities included the inspection of contingent-owned equipment and engineering assets in Middle and Lower Juba regions of southern Somalia (Sector 2); the prepositionment of supplies and equipment for 2,500 troops in Baidoa as well as the deployment of the main body of the Djiboutian contingent in Beledweyne (Sectors 3 and 4); and assisting AMISOM in the development of temporary facilities, including a level II medical facility in Baidoa. Temporary logistics hubs are being established to support the expanded force in southern and central Somalia (Sectors 2, 3 and 4).

34. UNSOA also continued to develop its infrastructure to support the expanded AMISOM. In Mogadishu, the first phase of construction of permanent headquarters for AMISOM, compliant with United Nations security standards, was completed. In addition, in compliance with Security Council resolution 2036 (2012), in which the Council requested an international ban on the use of Somali charcoal, efforts continued to end charcoal use through the provision of diesel and electrical cookers for military kitchen trailers.

35. UNSOA received over 100 heavy logistics vehicles, attachments and engineering equipment from United Nations Strategic Deployment Stocks to allow AMISOM to establish a transportation company and an engineering unit. An additional 35 vehicles arrived in Mogadishu in mid-July 2012 to expand operational capability at the UNSOA support base in Mogadishu.

36. In efforts to support the expanded AMISOM operations, training remains a priority. Between May and July 2012, courses were conducted for 678 AMISOM personnel. UNSOA also provided comprehensive predeployment aviation training in May and June for 174 AMISOM aviation officers.

37. UNSOA continued to provide medical equipment, supplies and services to AMISOM. Between 1 May and 31 July, it conducted 97 medical evacuation, transfer and repatriation flights from Mogadishu and Baidoa to Nairobi, Entebbe, Uganda, and Bujumbura for 187 AMISOM personnel.

38. UNSOA also supported ongoing efforts to prepare for the transformation of Radio Bar Kulan, which is supported by the United Nations, into a Somali public service broadcaster.

C. Strengthening of the Somali security and rule of law institutions

Planning and strategic guidance

39. The secretariat of the National Security and Stabilization Plan continued to refine its action plan, with support from the Government of Luxembourg, through the trust fund for Somali security institutions, which is managed by the United Nations. Pending a fuller review of the United Nations role in the post-transition phase, UNPOS and UNDP held a retreat on security and rule of law institutions on 15 and 16 May 2012, with a view to enhancing effective partnerships between the United Nations, AMISOM, IGAD and donors.

Military

40. In a significant development, the National Security Force introduced a transitional structure, regrouping effective fighting troops into standard combat units in Sector 1. This allowed the Force to successfully partner with AMISOM forces for the operations in Afgoye and Afmadow.

41. The Transitional Federal Government has developed a concept of operations to unify the various fighting forces under a single national command. Implementation of the concept is pending, however, owing to lack of resources. As co-chair of the Joint Security Committee, the African Union supported the efforts of the Government to develop a proposal outlining critical military supplies for Somali forces. The proposal was formally transmitted to the African Union for the

deliberation of its Peace and Security Council. In the interim, the United States of America started providing vehicles to the National Security Force to support joint operations with AMISOM. On 28 June 2012, UNPOS facilitated a symposium to support the efforts of senior officers in the National Security Force to develop a coordinated training plan. The symposium was supported by representatives of the European Union Training Mission, the United Nations Mine Action Service (UNMAS), AMISOM and the United Kingdom.

42. In June 2012, 603 Somali troops, including officers, non-commissioned officers, specialists and military trainers, returned from Uganda after completing training by the European Union Training Mission. An additional 551 trainees were deployed to Bihanga to undertake training. At the formal invitation of the Chief of Defence, UNPOS and United Nations Children's Fund (UNICEF) child protection experts were involved in the recruitment drive.

Police

43. UNPOS and AMISOM police advisers in Mogadishu assisted the Somali police force in developing standard operating procedures on transport, logistics and equipment, as well as a comprehensive operational plan for the deployment of police in newly recovered areas.

44. By 12 July 2012, 3,700 police officers had been registered in a biometric database through a joint project, involving UNPOS, UNDP, UNOPS, UNMAS, AMISOM and the Somali police force, aimed at improving the human resources management of and stipend payments for the police force. During the reporting period, as at the end of June, stipends were paid to 5,532 police officers courtesy of the Government of Japan and the European Union. Funds will be available for this purpose until December. On 7 May, UNPOS delivered to the Somali police force equipment provided through funding from the Government of Japan. The equipment included 19 vehicles, 1,800 items of police equipment (helmets and handcuffs) and key communications equipment.

Mine action

45. During the reporting period, the seven police explosive ordnance disposal teams deployed by the Transitional Federal Government in Mogadishu, Baidoa and Afgooye responded to 134 call-outs and identified 414 items of unexploded ordnance. The United Nations continued to provide explosive ordnance disposal training for AMISOM troops rotating into Mogadishu prior to deployment into Sectors 3 and 4. AMISOM explosive ordnance disposal teams safely destroyed 4,452 items of unexploded ordnance across all regions of deployment.

Justice and corrections

46. The United Nations improved access to justice in 20 camps for internally displaced persons in Mogadishu through the introduction of mobile courts. Between May and June 2012, the courts dealt with 167 cases, including 91 penal and 76 civil cases, including the provision of assistance to 56 female clients. Across Somalia, mobile courts dealt with a total of 602 cases during the reporting period, of which 179 were related to women and 38 to sexual and gender-based violence. The United Nations collaborated with five university law departments from across Somalia in

developing a human rights curriculum. The curriculum was finalized in Hargeisa in May, and will be utilized to train judges and law students.

47. On 23 and 24 May, the inaugural meeting of the justice and corrections technical working group took place in Mogadishu. It was attended by senior officials of the Transitional Federal Government, including the Deputy Minister of Justice, the Deputy Chief Justice and the Attorney General, as well as other partners.

Disarmament, demobilization and reintegration

48. Even though the conditions for a comprehensive disarmament, demobilization and reintegration programme do not yet exist in Somalia, the Transitional Federal Government and the international community continued to focus on efforts to deal with combatants who are disengaging from the armed groups. The progressive recovery of territory in southern and central Somalia has generated a new challenge, with more ex-combatants seeking protection from AMISOM and the Transitional Federal Government. However, the lack of security has hampered the attempts of implementing agencies to deploy support programmes. In the interim, UNPOS has been working with the United Nations country team and the International Organization for Migration (IOM) to support the Transitional Federal Government in developing standard operating procedures on providing support to disengaging combatants.

D. Piracy

49. According to the International Maritime Organization (IMO), as at the end of July 2012, 259 hostages from 18 ships were being held by Somali pirates. This figure represents little change in the situation since my previous report. However, the rate of both attempted and successful attacks declined from 163 in the first six months of 2011 to 81 in 2012, mainly due to the action of international naval forces, the use of privately contracted armed security personnel on board vessels and the continued implementation of best management practices.

50. On 25 July 2012, the Contact Group on Piracy off the Coast of Somalia, chaired by the Government of Spain, held its twelfth meeting at United Nations Headquarters in New York. The Group noted the marked reduction in piracy-related incidents as well as the need for further international commitment. It raised its concern over the potential expansion of criminal activities on land, in particular the kidnapping of humanitarian workers and civilians by networks involved in piracy.

51. The transfer of 19 convicted pirates from the Seychelles to Hargeisa prison in "Somaliland" represented a major step towards the goal of regional prosecution and sentences being served inside Somalia. In addition, a regional prosecution centre was opened in Mauritius on 1 June 2012. The United Republic of Tanzania agreed to try individuals suspected of piracy arrested by the United Kingdom. UNODC supported trials and transfers, while UNDP made progress on the establishment of enhanced piracy courts within "Somaliland" and "Puntland". In May, IMO signed agreements with several United Nations agencies and missions (the World Food Programme (WFP), the Food and Agriculture Organization of the United Nations (FAO), UNODC and UNPOS) and with the European Union, reiterating their commitment to work effectively together.

IV. Humanitarian, recovery and development, and human rights

A. Humanitarian situation

52. The humanitarian situation in Somalia remains critical, with 3.7 million people in need of humanitarian assistance and essential livelihood support. Mortality and malnutrition rates continued to improve in the second quarter, but remain among the highest in the world. One in five Somali children under the age of 5 is acutely malnourished.

53. With the intensification of fighting in southern Somalia, internal displacement rates remained high. The advance of AMISOM and the forces of the Transitional Federal Government into the Afgooye corridor resulted in the displacement of up to 90,000 people. Mogadishu's total population of internally displaced persons is now estimated at over 200,000. Reports of forced recruitment into armed groups and food insecurity are causing an increasing flow of people leaving the southern regions of Somalia towards the Ethiopian border. Populations of internally displaced persons in Dollow are estimated at 13,000. Over 3,000 people were registered as new arrivals in the Dollo Ado refugee camp in Ethiopia in May. Humanitarian actors continued to advocate for the protection of civilian populations and for safe access for independent humanitarian action.

Humanitarian activities

54. Given the continued extent of food insecurity, the provision of humanitarian relief remains critical. During the reporting period, WFP assisted 1.3 million beneficiaries through a combination of nutrition, relief, livelihood and social safety net programmes. In Mogadishu, daily hot meals were provided to around 100,000 people at 23 centres. Nutrition interventions throughout Somalia were further expanded, reaching over 425,000 children under age 5 and pregnant/lactating women. Over 95 new food distribution points were established in the areas bordering Ethiopia and Kenya. Nevertheless, an estimated 323,000 children remain acutely malnourished in Somalia, representing 22 per cent of all children under age 5. Nutrition centres admitted a total of 187,525 malnourished children across the country, with over 90 per cent of admittances in the southern regions.

55. Livelihood interventions were scaled up in the more stable north. Some 100,000 people engaged in activities providing food in exchange for work, assets and training, and contributing thereby to the rehabilitation of 337 kilometres of feeder roads. School feeding programmes operated by WFP reached approximately 100,000 primary schoolchildren each month. The 75 per cent ratio of girls to boys in the schools compares favourably with the national average of 53 per cent.

56. The leading causes of morbidity across Somalia remain suspected cholera and confirmed malaria. During the reporting period, 1.4 million people benefited from hygiene promotion and hygiene packages provided by United Nations agencies. UNICEF supported access to sustainable water supplies for over 30,000 people, while providing temporary water provision to almost 800,000. WHO and UNICEF organized polio vaccination campaigns, reaching over 178,000 children under 5 in "Puntland" and some 343,000 in the Banadir and Gedo regions of southern Somalia.

57. Efforts continued to address the particular needs of internally displaced persons. The United Nations High Commissioner for Refugees (UNHCR) provided improved shelters, permanent houses and non-food items to over 80,000 internally displaced persons. Given the continued insecurity in Mogadishu, UNHCR also ensured that over 30,000 people received mine and explosive threat-awareness and threat-avoidance messages in 149 communities in Mogadishu, including in 32 settlements for internally displaced persons.

B. Economic, recovery and development activities

58. The United Nations began discussions with the Somali leadership and donors about possible successors to the reconstruction and development programme, which comes to an end in December 2012. Somali partners expressed an interest in developing a more focused "compact" through which the international community would engage with its Somali counterparts. Initial feedback from the Transitional Federal Government and the "Puntland" and "Somaliland" authorities suggest that the Somalis are keen to operate within the framework of the "New Deal for Engagement in Fragile States" agreed upon in Busan, Republic of Korea, at the fourth High-level Forum on Aid Effectiveness.

59. At the meeting of the International Contact Group in Rome, on 2 and 3 July 2012, the ongoing development of the Transitional Federal Government's national strategy for reconciliation and stabilization in the newly accessible areas of South-Central Somalia was warmly received. The United Nations continued to facilitate consultations with the Transitional Federal Government, donors and non-governmental organizations to improve the coordination of activities that would contribute to longer-term stability in these areas.

60. In southern and central Somalia and "Puntland", the United Nations supported capacity-building initiatives of key Government entities through the placement of experts in the Somali diaspora and the provision of direct technical assistance for customs, budget, inland revenue, strategic planning and human resources. The Organization also provided 258 people from judicial and non-judicial institutions with legal training.

61. During the reporting period, 1,300 youth and 700 children were enrolled in a community-based reintegration programme that supports "Youth at Risk", that is, youth and/or children who are already associated with, or are at risk of being involved with, criminal or violent groups. The programme works to reintegrate children and youth, socially and economically, into their communities. Graduation ceremonies for the programme, at which 255 (230 males and 25 females) and 280 youth graduated, were held in Burao and Bosasso.

62. UNDP supported the rehabilitation of basic social infrastructure through the provision of "cash for work" for 1,263 people. It also provided vocational training for 1,180 youth (37 per cent women) in the Bay, Benadir, Burao and Nugaal regions. Of that number, 155 (58 per cent women) benefited from microgrants.

63. Since 24 May 2012, the IOM transition initiatives for stabilization programme completed the training of 800 volunteers (50 per district) in trauma healing and social reconciliation in Mogadishu by 32 "master trainers". An estimated 115,000 Somalis will benefit from that initiative. During the reporting period, the

programme also rehabilitated two customs offices in Burao and Erigavo and two inland revenue offices in Hargeisa for the Ministry of Finance in "Somaliland".

64. In July 2012, in response to the decision of the Security Council in paragraph 22 of its resolution 2036 (2012) in preventing the export of charcoal from Somalia, UNDP and the United Nations Environment Programme (UNEP) fielded a joint mission to formulate a comprehensive programme to promote the sustainable use of charcoal in the country.

C. Human rights and the protection of civilians

65. Targeted attacks against civilians, Government officials and security personnel continued during the reporting period. The majority of deaths were attributed to the continued use of improvised explosive devices and targeted killings by Al-Shabaab. In areas under the control of the Transitional Federal Government, poor discipline among the security forces had a negative impact on the population. While the Transitional Federal Government sought to address violence committed by its troops in Afgooye, there were continuing reports of incidents of extrajudicial killings, theft and rape. There were also allegations of the summary execution of civilians in Beledweyne and Baidoa by Government-allied forces. Several cases were referred to the military courts.

66. There were frequent reports of harassment and extortion at checkpoints, as well as of civilian casualties resulting from infighting among the security forces for control over the revenue from the checkpoints. Reports of sexual violence carried out by men in military uniforms continued. A task force established in December 2011 by the Prime Minister on the matter has never met. On 14 June, the Somali police, supported by AMISOM, reportedly adopted a gender-based violence strategy, which has not yet been shared with protection partners. In June, the Human Rights Council discussed the report of the Special Rapporteur on violence against women, its causes and consequences on her visit to Somalia.

67. UNPOS continued to monitor the situation of detainees. In May 2012, it conducted visits to Hargeisa and Mandera prisons in "Somaliland". In "Puntland", UNPOS faced challenges in conducting confidential interviews with detainees. In Baidoa, arbitrary arrests and detentions took place on suspicion of linkages to Al-Shabaab, including by Ethiopian forces. In July, there were 100 such detainees in Baidoa prison. Reports were received of abuse and violence against prisoners in detention.

68. The continued referral of civilians to the jurisdiction of military courts is a concern. On 16 May 2012, 17 civilians were sentenced to death and 6 to life imprisonment by the military court in "Somaliland". Military jurisdiction over civilians was even more common in Mogadishu and southern and central Somalia, where there are few civilian courts. Legal assistance was not made available to defendants who were tried by military courts.

69. The conditions under which journalists perform their functions in Somalia remains extremely dangerous, often requiring international assistance in conducting investigations and establishing greater protection for media workers. During the reporting period alone, there were four targeted assassination attempts against Somali journalists, two of which succeeded.

70. On 11 May 2012, the Transitional Federal Government signed a memorandum of understanding with the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNPOS on technical cooperation in the area of human rights, which is valid for the next four years.

D. Child protection

71. The intensification of the conflict in southern and central Somalia resulted in an expansion of the scope and gravity of violations of child rights, in particular killing and maiming, rape and sexual violence and the recruitment and use of children by armed forces and groups involved in the conflict. By 31 July 2012, a total of 3,048 violations had already been reported and verified (compared to 1,800 in 2011, including 1,415 child recruitments, compared to 948 in 2011).

72. Reflecting its commitment towards developing child-free armed forces, on 3 July 2012 the Transitional Federal Government signed an action plan to end the recruitment and use of children by the national armed forces. The memorandum includes provisions on ending and preventing the recruitment and use of children in the national armed forces; reintegrating all children released from the armed forces, with the support of the United Nations; criminalizing the recruitment and use of children through national legislation; and providing the United Nations with unimpeded access to military installations to verify the presence of children.

73. Through concerted advocacy efforts, the United Nations continued to engage with the Transitional Federal Government to release children from armed groups and support their rehabilitation and reintegration.

E. Women and peace and security

74. On 21 June 2012, Somali women's groups presented a consolidated petition to the signatories to the road map, seeking support for the greater inclusion of women in political consultations and decisions, and urging respect for the commitment to 30 per cent representation of women in the technical selection committee, the national constituent assembly and the new Federal Parliament. The petition was developed following a workshop organized on 18 June by the Ministry of Women's Development and Family Affairs and facilitated by UNPOS in Mogadishu. Participants, including 41 representatives of grass-roots organizations and umbrella networks around Mogadishu, female Members of Parliament and chairs of community-based organizations from 16 districts of Mogadishu, debated strategies for engagement with the signatories of the road map, the wider international community and the traditional elders. Following the submission of their petition, the women's caucus conducted an advocacy campaign from 21 to 27 June in four dialogue sessions with the traditional elders of the respective clans.

V. Coordination and the United Nations presence in Somalia

A. The United Nations presence and coordinated approach in Somalia

75. During the reporting period, the Senior Policy Group in Somalia continued to meet to address issues related to the coherence of the United Nations and international efforts in the country. The third progress report on the Integrated Strategic Framework for Somalia for the period from February to July 2012 confirmed major progress under the political objectives, including the completion of the process of drafting the constitution. In May 2012, at a retreat organized for the working groups on security sector development and the rule of law, priority areas were identified and coordination mechanisms reviewed. Justice and rule of law-related issues were identified as key gaps.

76. The United Nations held a mid-2012 meeting on 16 July to review progress under the United Nations Somali assistance strategy. The meeting noted the importance of adhering to the implementation principles of the strategy and developing joint programmes in priority areas, including urban poverty and accountability, transparency and integrity.

77. Since the end of the transition period is expected to usher in a new phase of peacebuilding, the United Nations has begun to develop plans for an inter-agency review of the United Nations presence in Somalia. The review, to be led by the Department of Political Affairs through an interdepartmental process, will be undertaken in the second half of 2012, in close consultation with the Somali authorities, the African Union, IGAD and other relevant regional and international stakeholders.

78. Meanwhile, in May and June 2012, UNPOS undertook a review of its priorities and performance, with a view to adapting to urgent challenges, including relocation to Somalia. Following consultations internally and with key United Nations, African Union and external partners, the mission developed steps to rapidly strengthen its political analysis capacity, improve its internal management procedures and expand its representation inside Somalia, within existing resources and pending a fuller review. These steps are now under implementation.

79. As at 15 August 2012, out of a total of 99 personnel, UNPOS had deployed 40 national and international personnel inside Somalia: 13 in Mogadishu, 13 in Hargeysa and 14 in Garoowe. The construction of additional accommodations and office space in Mogadishu is expected to be completed shortly, allowing for the permanent relocation of 12 additional international staff.

B. Cooperation among the Intergovernmental Authority on Development, the African Union and the United Nations

80. UNPOS, AMISOM and IGAD continued to collaborate closely, inter alia, through the holding of joint monthly meetings at the technical and strategic levels. Regular consultations were held on political, security and humanitarian activities in Somalia, which helped enhance coherence and build information parity. The collaboration became even more critical during the National Constituent Assembly process in the context of the work of the technical selection committee.

VI. Resource mobilization

81. A joint UNPOS-UNDP funding appeal of $11 million in support of key transitional tasks raised over $10 million to meet the critical tasks set out in the road map. This came through the generous support of the European Commission, Finland, Norway, Sweden, the United Kingdom, the United States and the United Nations Peacebuilding Fund. UNPOS and UNDP signed letters of agreement with the Transitional Federal Government in support of the constitution-making process.

82. The Trust Fund for Peacebuilding in Somalia received three contributions since my last report: £1 million pounds sterling from the United Kingdom to support the implementation of the road map; $71,190 from the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to support the gender and mediation project in Somalia, and $201,632 from Finland to support the conference of traditional elders. All the contributions received have been fully committed. The Trust Fund in Support of Somali Security Institutions did not receive any contributions during this period and it has fully committed all contributions already received.

83. The Trust Fund in Support of AMISOM received Can$ 1 million from Canada to support the role of AMISOM in creating the necessary security conditions for the provision of humanitarian assistance to Somalia as well as $A 3.5 million from Australia for equipment identified as critical to its operations by AMISOM. In the course of 2012, UNSOA has committed approximately $33 million, mainly for arrears in reimbursement payments for contingent-owned equipment from troop-contributing countries prior to the adoption of Security Council resolution 2036 (2012) and the procurement of trucks, material-handling equipment and equipment for the engineering plant. The uncommitted balance of the fund stands at $6 million.

84. A UNDP proposal to the Global Environment Facility/Least Developed Countries Climate Fund for the preparation of a national adaptation plan of action for Somalia in response to climate change was approved in July. The preparatory grant of $200,000 will make Somalia eligible to mobilize up to $14 million of project financing once the plan of action is completed by the end of 2012.

VII. Observations/recommendations

85. By the time the present report is received by the Security Council, Somalia's eight-year transition period will have come to an end. The final months of the transition have been fraught with setbacks, but also characterized by formidable efforts on the part of Somali and international actors to meet our shared goal of achieving a more legitimate and representative government, with new leadership and institutions, to replace the Transitional Federal Government, as well as carry forward the next phase of peacebuilding. As the present report was being finalized on 15 August, we stood on the verge of great success, but the reality in Somalia remained that we would continue to be challenged by a rough and unpredictable road ahead.

86. After 21 years of peace processes, the approval of the Provisional Constitution of Somalia by the National Constituent Assembly marks the start of a new era. The selection of a new, leaner Federal Parliament with a more legitimate membership will open the way to a renewed contract between the people of Somalia and their

Government. The election of the Speaker, the Deputy Speakers and the President will offer Somalia a leadership with a new mandate to continue working on the peace process and the reconstruction of the country.

87. It is now critical that the process be completed in a transparent and credible manner. I am very concerned to hear reports of corrupt practices and intimidation by those seeking to influence the political process. I urge all parties to ensure that the final selection of Parliamentarians and of a new President and Speaker is completed in a peaceful and transparent manner that respects the agreed process and the Garoowe Principles.

88. I commend the signatories to the road map and the leadership of the former Transitional Government for their unity and commitment, over the past months, to end the transition in the face of determined opposition. As the process moves towards completion, I urge them to continue to put stability, peace and the interests of the Somali people above their personal interests. I applaud civil society, the traditional elders and the Somali people, including women's groups, for supporting the road map and advocating change. I thank the international community and regional actors for their political and material support to the peace process.

89. The progress we have recorded in the past year was made possible in an increasingly secure and safe environment provided by the Somali security forces and AMISOM. I pay tribute to their continued sacrifice and exceptional commitment to peace and stability in Somalia in the face of extraordinarily difficult and dangerous conditions, as well as to the men and women who have lost their lives in the line of duty in Somalia. I wish to reiterate my belief that national security forces should be politically impartial, and I therefore once more call on the Somali forces to play a responsible role as the transition draws to its close.

90. The end of the transition will not mean the end of the peace process. Critical tasks under the road map still need to be carried out. The regional administrations that underpin the new federal structure of Somalia must be peacefully formed and new institutions developed. The Provisional Constitution must be refined and submitted to a national referendum, and direct elections must be organized at local and national levels. The unity of purpose achieved during the transition among the main stakeholders must be maintained and extended to include new political players.

91. The consolidation and stabilization of the vast areas in southern and central Somalia recovered from Al-Shabaab insurgents must be an immediate priority. People living in those areas must quickly see the difference between life under Al-Shabaab and under the new Government. Representative local administrative structures, supported by the local population, as well as basic services, including law and order, must be established. Special attention must be given to the needs of vulnerable groups, including minorities, women, children and internally displaced persons. I call on the international community to continue to remain committed and vigilant in Somalia, and I pledge the support of the United Nations to ensure a better future for those living there.

92. Establishing and maintaining stability and security in Somalia will not be easy. The defeat of the insurgents has led to increased use of asymmetrical tactics. The use of this subtle form of warfare, with its unpredictable course, may not come to an end as soon as we would like. However, more than ever, we must remain steadfast in

confronting those opposed to peace and ensure they do not roll back the gains made thus far. In this regard, I urge the international community to ensure continued and reliable funding for the expanded AMISOM and the Somali security forces. I commend the European Union for its invaluable support to AMISOM in covering the allowances of civilian and military personnel and call upon Member States with the capability to help shoulder this burden.

93. I welcome the decision of the African Union to set up a provisional guard force in accordance with Security Council resolution 2010 (2011). The United Nations will continue to work closely with the African Union in developing the final size and mandate of the force. AMISOM's commitment to establish a civilian casualty-tracking analysis and response cell and its endorsement of a new policy on "indirect fire" are both encouraging developments and they will be important measures for mitigating harm to civilians. I encourage donors and partners to support the establishment of the AMISOM cell.

94. The ultimate goal is for Somalis to assume responsibility for the establishment of good governance, the rule of law and provisional security and justice services. I urge them to rise to the challenge and, with their leaders, to start to build a peaceful and prosperous country. Far greater efforts, commitment and planning on the part of both the Somali authorities and the international community are required in the post-transition phase to establish the foundations for this goal. The National Security Commission, envisaged in the Provisional Constitution, has an important role to play in ensuring a truly inclusive dialogue among Somalis over the future security and justice architecture.

95. Somali citizens must also be able to rely on their State to protect their fundamental human rights. I count on the Somali leadership that will emerge from the ongoing process to redouble its efforts to secure a peaceful and stable society for its long-suffering people and on the international partners to support civil society and the Government in the promotion and protection of human rights. Key areas of focus should include access to justice, child protection, freedom of expression, gender-based violence and other major human rights issues.

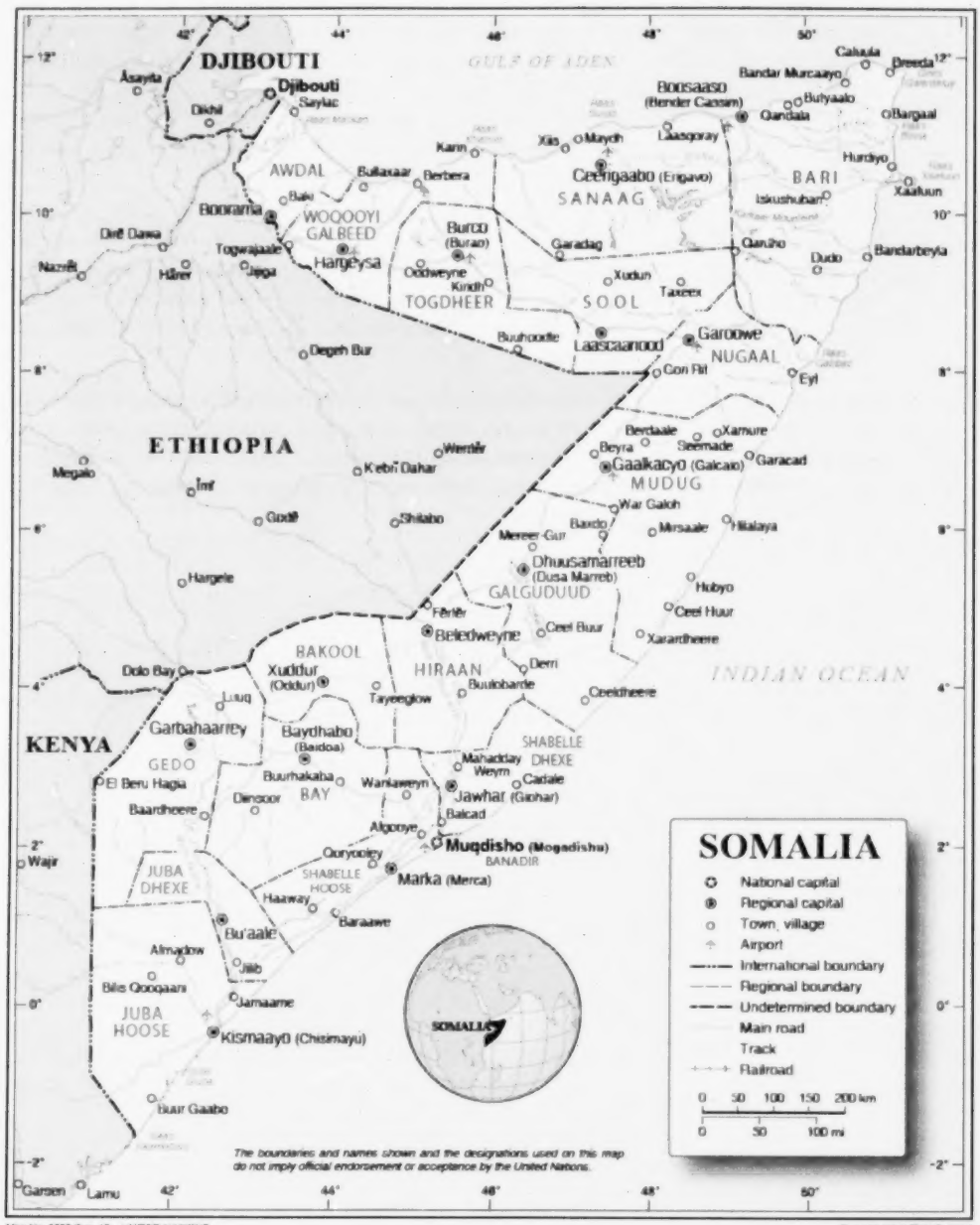
96. Piracy off the coast of Somalia remains a key issue that will not end with the transition. I commend the work of the Contact Group on Piracy off the Coast of Somalia and call on the new Government to take a national, comprehensive approach to maritime security and to fulfil the remaining targets set out in the road map, including the key issue of declaring Somalia's exclusive economic zone. The United Nations stands ready to assist the country in achieving these goals.

97. Many fear that an orderly society with established institutions of governance and the rule of law will compromise the privileges they have unlawfully obtained. Embezzlement of public funds must not be tolerated. A number of measures, including travel bans and asset freezes, are under consideration for those who continue to obstruct the peace process and the reconstruction of the country. I take note of the Security Council's call for the rapid setting-up and effective operation of a joint financial management board to improve transparency over, financial management of and accountability for Somalia's public financial resources. The United Nations stands ready to support the development of an effective and accountable framework, which will help restore confidence between Somalia and the donor community.

98. The new Government of Somalia will have to develop a blueprint to translate its vision for the next phase of stabilization and peacebuilding. I welcome the interest throughout Somalia in pursuing that new vision and reiterate the willingness of the United Nations to support the Somali people in driving this important initiative forward. We stand ready to support a multi-stakeholder dialogue that will lead to a compact between international partners and Somalis. I encourage donors and international financial institutions to fully support this new vision for the nation and to continue to put Somalis at the centre of the process.

99. With the emergence of a new political dispensation, new priorities and challenges, the United Nations must also ensure that its support is fit for purpose. In the coming months, I intend to conduct a review of the United Nations presence in Somalia in close partnership with the Somali authorities and the African Union and in consultation with regional and international partners. I will present recommendations in this regard to the Security Council by the end of 2012.

100. I express my appreciation to my Special Representative, Augustine Mahiga, for his continued commitment to advancing peace and national reconciliation in Somalia. I also pay tribute to the men and women serving with the United Nations and its partner organizations, who often have to operate under very difficult conditions.



Map No. 3890 Rev. 10 UNITED NATIONS
December 2011

Department of Field Support
Cartographic Section

United Nations S/2012/644

Security Council

Distr.: General
21 August 2012
English
Original: Arabic

Identical letters dated 15 August 2012 from the Permanent Representative of the Syrian Arab Republic addressed to the Secretary-General and the President of the Security Council

On instructions from my Government, and with reference to the Israeli letter issued as document S/2012/566, I should like to convey to you the response of the Government of the Syrian Arab Republic to the allegations and slanders set out in that letter:

On 19 July 2012, after armed terrorist gangs had attacked a forward military position and the police station and telephone exchange in the village of Jubbata al-Khashab, the local police units in the area of separation headed towards the above-mentioned location in relatively large numbers in order to deal with those armed gangs. The office of the armistice delegation provided full clarification regarding that incident, in response to the queries of the command of the United Nations forces operating in the Golan.

The United Nations command was cooperative and understood that it was necessary for the local police to play their role in preserving the security of the United Nations forces, the area of separation and the area of limitation. Accordingly, there is no reason for the representative of Israel to send a letter other than to generate noise in the media and mislead public opinion with regard to the situation.

The Government of the Syrian Arab Republic continuously strives to maintain the stability of the area of separation and the area of limitation, and it has priorities in that regard, namely, to eradicate the armed terrorist gangs, the presence of which the representative of Israel acknowledges in his letter. Given that the armed terrorist gangs are taking refuge in the area of separation, it can be said that the aforementioned area has entered a new phase, because those groups persist in committing acts of terrorism and sabotage in the area of separation and the area of limitation. This requires the Syrian Government to take a resolute and strong position, in order to prevent those terrorist gangs from taking the initiative in the area of separation and the area of limitation. The Syrian delegation to the armistice commission remains committed to working with the United Nations forces operating in the area of separation and the area of limitation, in accordance with the agreement that obliges Syria, as the host country, to ensure the security of those forces.

Neutralizing the area of separation and the area of limitation, as well as neutralizing the terrorist groups that are active in those areas and responding to this worrisome development, necessitates that the States which sponsor the armed terrorist groups should be advised of the importance of neutralizing the area of

limitation and curtailing the activities of those groups. It is known to all that the armed groups are receiving financial, military, political and media support from outside regional and international parties. This was affirmed by the commander of the United Nations forces in a meeting with the head of the armistice commission office on 31 March 2012, as he was leaving for New York. He said that he would inform New York of the necessity of neutralizing the area of separation by instructing the States that are supporting the armed groups to issue orders to those groups that the area of separation and the area of limitation are outside their areas of operation.

The relevant Syrian authorities are cooperating fully and on an ongoing basis with the command of the United Nations Disengagement Observer Force (UNDOF) through the armistice delegation office, although the separation agreement allows local police to move freely and in unlimited numbers in that area, with a view to taking the precautionary measures required to ensure the safety of UNDOF personnel and facilities. As we noted earlier, the Syrian Government bears that responsibility.

The Force understands that the local police set out from the separation area and entered Jubbata al-Khashab, which is also in the separation area. This action was taken in coordination with and with the approval of the Force. That is why UNDOF command did not file a complaint or express any objections in that regard, other than to take exception to the uniform worn by the local police, who do not possess any counter-terrorism equipment and were forced to borrow such equipment from the counter-terrorism unit.

The concern expressed by the representative of Israel in his letter is risible. It is merely an attempt to distract attention from the real problem, namely, Israel's continued illegal presence in the Syrian Golan as an occupying Power. This situation has persisted for nearly 45 years, in violation of United Nations resolutions and all relevant provisions of international law. The parties which truly have the right to express concern are Syria, which has yet to recover its occupied territory, and UNDOF, the presence of which is meant to be temporary, that is to say, until Israel ends its occupation. The Force is not meant to have a permanent presence.

(*Signed*) Bashar **Ja'afari**
Ambassador
Permanent Representative